

Central Corridor Zoning Study and Traditional Neighborhood Regulation Review

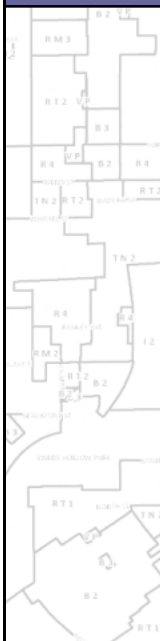
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October 2010



Primary Study Purpose

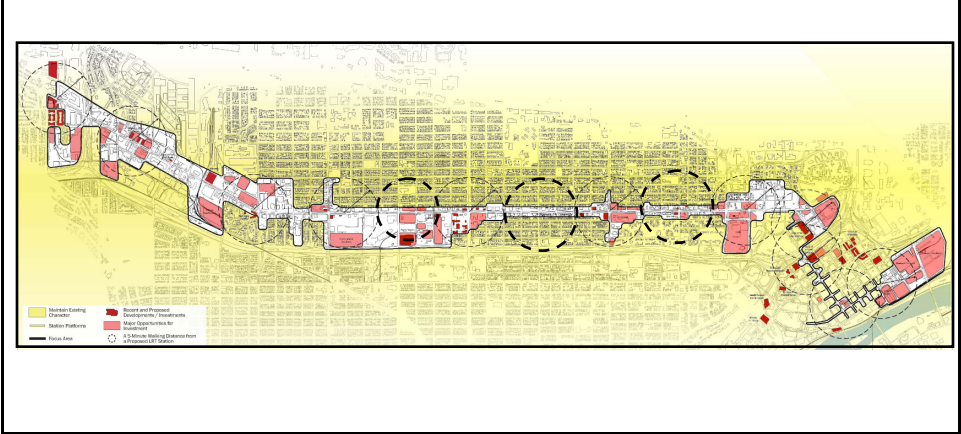


Direction for the study came from the *Central Corridor Development Strategy* (CCDS) and station area plans

- Existing zoning along University Avenue (primarily B3 and I1 zoning) does not facilitate the type of development envisioned in these adopted plans
- Goal: higher density development, reduced demand for parking, pedestrian- and transit-oriented environments
- City's *Traditional Neighborhood* zoning districts facilitate this type of development, but need some revisions

Central Corridor Development Strategy and Station Area Plans

- CCDS identifies opportunities for development and redevelopment sites along the Avenue

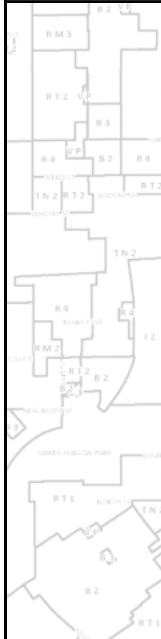


Central Corridor Development Strategy and Station Area Plans

- Station Area Plans further refine potential development sites by identifying appropriate form for new buildings and associated improvements to the public realm (streets and parks)

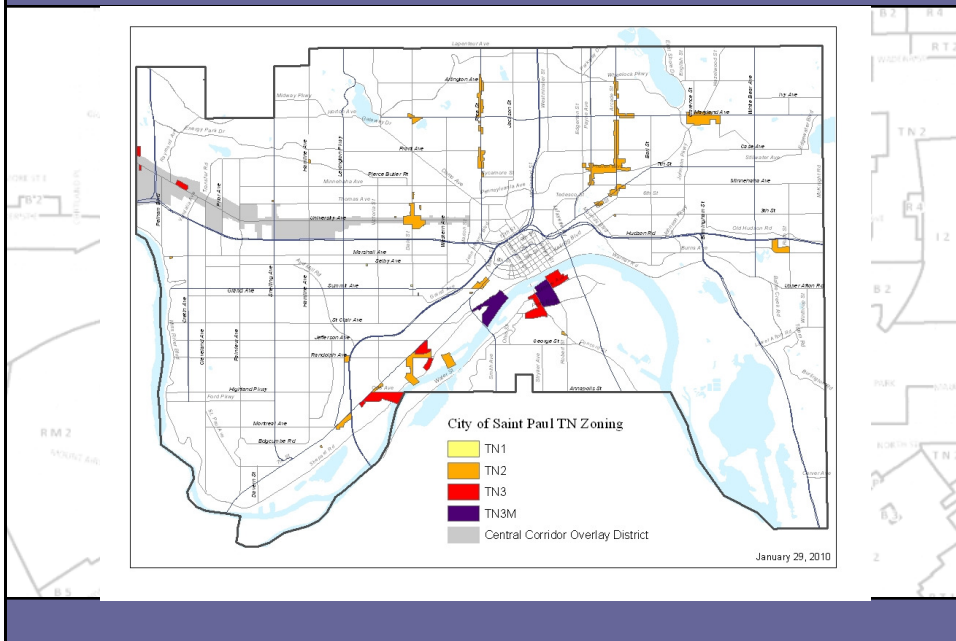


Secondary Study Purpose

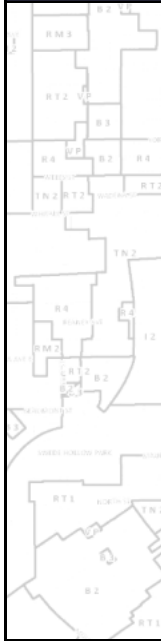


- Review City's experience to date with Traditional Neighborhood (TN) zoning districts and whether there is a need for revisions
- TN zoning districts were added to the Zoning Code in 2004
- **TN districts encourage:**
 - ☐ compact, pedestrian-oriented development
 - ☐ mix of commercial and residential uses within buildings, sites or blocks along major transit streets and corridors

Existing TN Zoning in Saint Paul



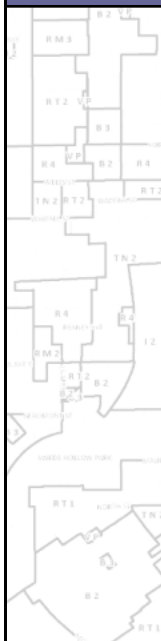
Experience with TN Districts



Since the creation of TN districts in 2004, there have been:

- Zoning studies that rezoned larger areas to TN (e.g. Rice and Arcade Streets, Dale/University, West Side Flats, West 7th/Brewery)
- 24 applications to rezone individual properties to TN
- 28 conditional use permit applications in TN districts, primarily for:
 - ☐ Retail uses > 10,000 sq. ft
 - ☐ Drive through uses
 - ☐ Higher building heights

Experience with TN Districts (cont'd)



Since 2004:

- 49 variance applications, primarily for:
 - ☐ Parking spaces
 - ☐ Floor Area Ratio
 - ☐ Setbacks
- 12 applications to vary TN design standards
 - ☐ Parking placement

Zoning Study Process

Study led by PED staff in collaboration with DSI, Public Works, Parks, and the Design Center

Study completed in two steps:

Step I: Zoning Code Text Changes

Step II: Individual Property Evaluation and Rezoning

Planning Commission public hearings anticipated Nov. & Dec. 2010 and City Council hearings and final adoption March & Apr. 2011



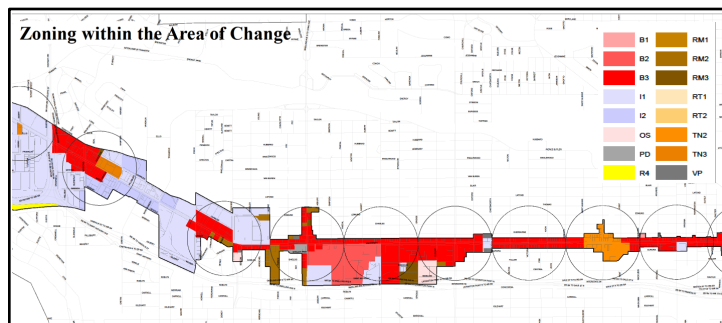
Step I: Zoning Code Text Amendments

- Evaluate existing zoning districts & regulations
- Propose text (regulation) changes needed to implement adopted plans for the Central Corridor and improve existing TN zoning citywide
- Conduct informal public review and comment period
 - refine recommendations
- Review by Planning Commission and formal public hearing
- Final adoption by Mayor and City Council



Step II: Individual Property Evaluation and Rezoning

- Determine study area
- Develop parcel-specific zoning recommendations to match CCDS and station area plans
- Solicit community and property owner input
- Planning Commission review and public hearing
- Review and adoption by City Council

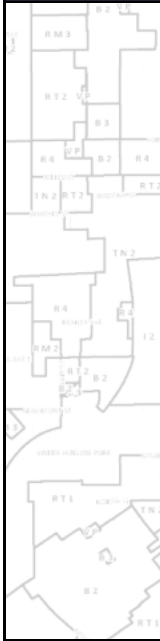


Property Rezoning: General Approach

- Replace much of existing zoning along University Ave. (primarily B3) with a variety of revamped TN2 & TN3 districts and a new TN4 district
- Maintain industrial zoning for areas of the West Midway industrial area, but recommend the IR (light industrial restricted) district, which has higher design standards

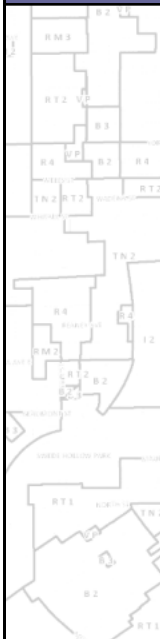


Why are Capitol and Downtown Not Included?



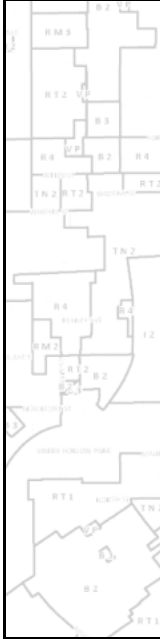
- Corridor near the Capitol is regulated by Capitol Area Architecture and Planning Board (CAAPB)
- Downtown zoning districts (B4 & B5) already allow the types of development envisioned in the CCDS and Downtown Station Area Plan

Central Corridor Overlay District?



- The CC Overlay District approved April 2008 - temporary requirements until Central Corridor development planning and more detailed zoning study completed
- The CC Overlay District applies to “area of change” along University Avenue
- New zoning districts along University Avenue will replace the CC Overlay District
- CC Overlay District expires June 20, 2011

Non-Conforming Uses and Buildings



- Existing uses that are legally non-conforming under the CC Overlay District or become legally non-conforming under the new zoning can remain indefinitely
- Existing buildings with permitted uses can expand without fully meeting the new requirements
- However, existing uses that become legally non-conforming must apply for expansion of non-conforming use in order to expand their buildings

Key Requirements: Comparison of Existing vs. Proposed

- Building height
- Floor area ratio (FAR) – i.e. density
- Parking – amount and placement
- Building setbacks
- Size of retail uses
- Permitted uses
- Expansion of existing non-conforming buildings and uses



Minimum Building Heights

Existing

- CC Overlay requires 2 story minimum in LRT station areas

Proposed

- TN2 – no minimum required (no change)
- TN3 and TN4 – 25 ft. minimum (approx. 2 story)



Maximum Building Heights

Existing

- Most of University Avenue currently zoned B3 (general commercial)
- Maximum building height is 30 ft. (about 2 stories)
- TN2 currently allows 35 ft. (about 3 stories), TN3 currently allows 45-55 ft. (4 - 5 stories, depending on the use)
- Higher heights are currently allowed in TN2 and TN3 with a CUP.

Proposed

- No change to TN2 and TN3
- TN4 – allow buildings up to 75 ft. (about 6 stories), but buildings can exceed 75 ft. with a CUP
- Above 75 ft. the building must be designed with setbacks



TN2 Building Height Examples



441 University Ave, St. Paul



800 3rd St E, St. Paul



Western Bank, St. Paul

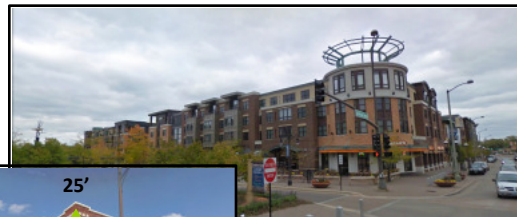


Minnesota Women's Building, St. Paul

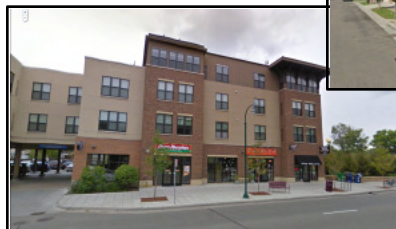
TN3 Building Height Examples



Frogtown Square



Excelsior-Grand, St. Louis Park

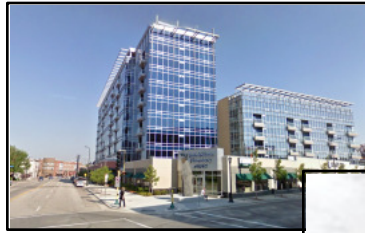


Longfellow Grill on Marshall



Oxford Hill on Grand Ave

TN4 Building Height Examples



Lunds grocery, NE Minneapolis



Lyric Apartments, St. Paul



Blue Apartments at Lyn-Lake



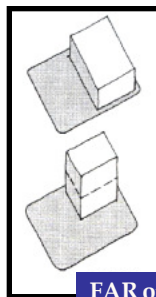
Clarendon, Arlington



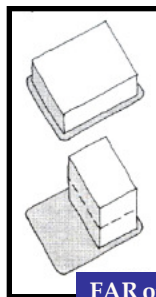
Barrio Restaurant, St. Paul

Floor Area Ratio (FAR)

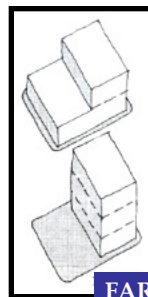
- Floor area ratio is the square footage of the building divided by square footage of the lot



FAR of 0.5



FAR of 1.0

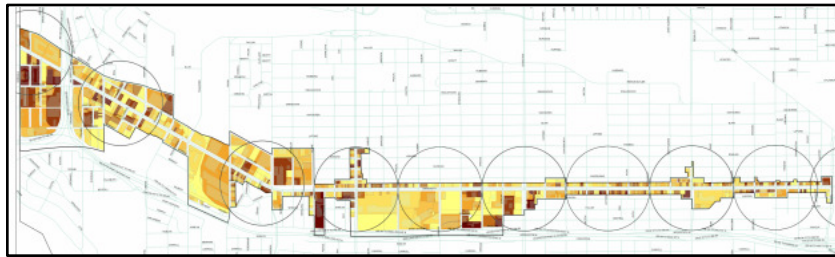


FAR of 1.5



Average FAR of Existing Buildings at Station Areas:

- Western -0.89 (range 0 –3.64)
- Dale -0.54 (range 0 –4.37)
- Victoria -0.85 (range 0 –3.17)
- Lexington -0.46 (range 0 –5.67)
- Hamline -0.49 (range 0 –3.93)
- Snelling -0.79 (range 0 –3.59)
- Fairview -0.53 (range 0 –1.98)
- Raymond -0.53 (range 0 –4.02)
- Westgate -1.16 (range 0 –4.01)



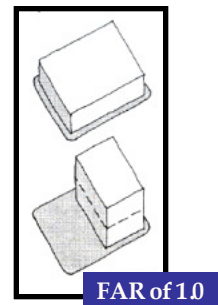
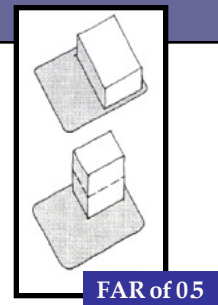
Floor Area Ratio:

Existing

- CC Overlay requires min. 1.0 FAR in LRT station areas; 0.5 FAR outside station areas

Proposed

- TN2 – 0.5 FAR at station areas, 0.3 elsewhere (currently min. 0.5 FAR citywide)
- TN3 & TN4 – 1.0 FAR in LRT station areas on sites over 25,000 sq. ft.; 0.5 FAR for sites under 25,000 sq. ft. or outside station areas (TN3 currently requires 1.0 FAR everywhere)



Examples of Building Floor Area Ratios

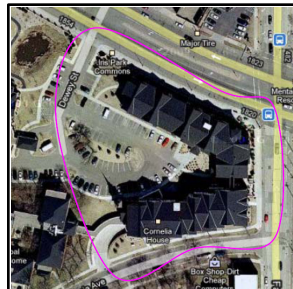
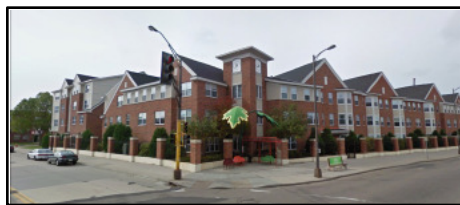


0.5 FAR
NE corner at Grand/Chatsworth



1.0 FAR
University Avenue

Examples of Building Floor Area Ratios



1.5 FAR
Episcopal Homes



2.0 FAR
SE corner at Hampden &
University

Parking Requirements

Existing

- Recently approved citywide parking requirements

Proposed

- Required parking - same reduced citywide parking requirements recently approved by City Council
- LRT station areas (within $\frac{1}{4}$ mile of a station) – *no required parking* per station area plan recommendations (option: apply only to TN zones within $\frac{1}{4}$ mile of a station)



Placement of Parking

Existing

- CC Overlay - surface parking placed to rear or side of building, not to exceed 60 ft. of frontage (room for 2 lanes with one drive aisle) in LRT station areas

Proposed

- TN2 – surface parking in LRT station areas not to exceed 60 ft. of street frontage
- TN3 & TN4 – surface parking not to exceed 60 ft. of street frontage, citywide



Examples of Parking Placement

Oxford Hill, Grand Avenue

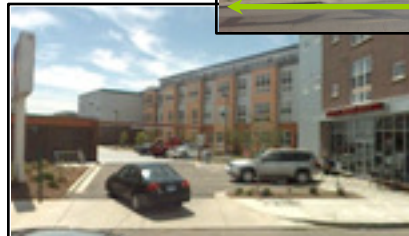


Upper Landing, St. Paul

Walgreens, Grand Avenue



Restoration Hardware, Grand Avenue



Metro Lofts, St. Paul

Building Setbacks

- Setbacks: min. 4 feet on University (must be paved or landscaped), additional 6 feet allowed for outdoor seating or pedestrian amenities
- Goal on University Avenue is to achieve a 14 foot sidewalk as stated in the station area plans
- Elsewhere: 0 – 10 feet for non-residential buildings; 10-25 ft. for residential



22' sidewalk (including 10 ft. setback)

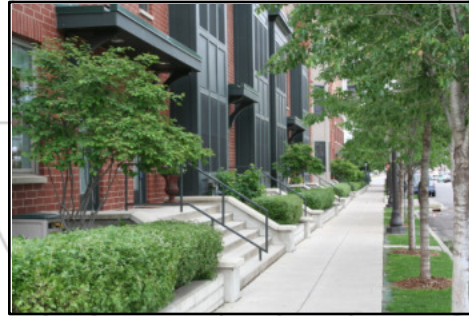


22' sidewalk (including 10 ft. setback)

Examples of Proposed TN Setbacks



0 ft. setback

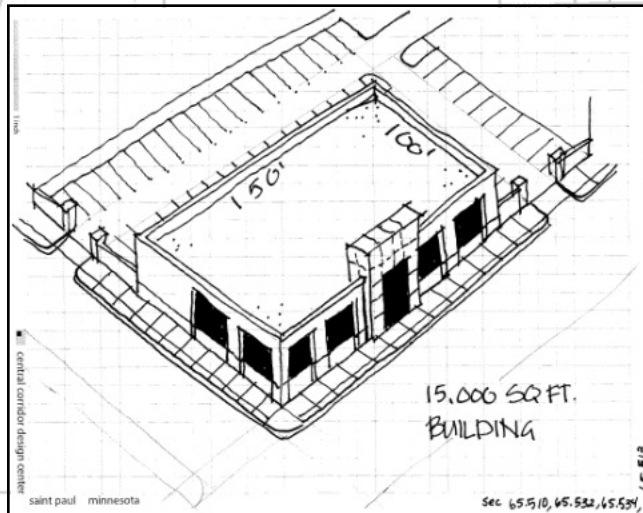


10 ft. setback

Size of Retail Uses in TN2 - TN4

Building size:

Increase building size for retail uses permitted without a CUP from 10,000 sq. ft. to 15,000 sq. ft.



Permitted Uses

Existing

- CC Overlay prohibits new auto-oriented uses

Proposed

- Add auto service stations as conditional uses in TN2 areas near University Ave. (they are currently conditional uses only in TN3)
- New auto uses prohibited in TN4
- New drive-through uses prohibited immediately adjacent to station platforms in TN2. No drive through uses in TN3 or TN4
- Add mail order house and business sales and service as permitted uses in TN2 and TN3.
- Add auto service station, auto repair, and auto body shop as conditional uses in the IR district near University Ave. (Currently prohibited in IR)



Expansion of Existing Nonconforming Buildings

Existing

- CC Overlay allows nonconforming buildings *with conforming uses* to expand without fully meeting the requirements as long as the building doesn't become more nonconforming

Proposed

- Extend this provision to all Traditional Neighborhood districts



Proposed Changes to TN Design Standards

- Allow more contemporary architecture and broader range of building materials
- Building entrances on arterial and collector streets
- More attention to the treatment of structured parking facilities

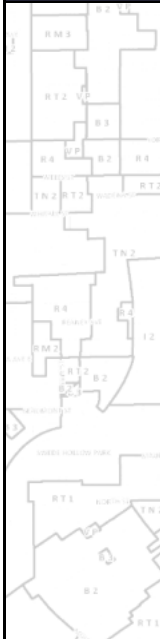


Inclusionary Zoning?

- Inclusionary zoning regulations require a percentage of new housing be affordable
- Research across the country indicates requiring affordable housing through inclusionary zoning works best in “hot” markets
- Given local market conditions, financial subsidies must be provided to ensure development of affordable housing units in the Twin Cities
- City’s adopted Housing Plan includes affordable housing goals of 30% of new construction for City-financed projects on a citywide basis
- Eliminating units/acre requirement will also aid affordable housing goals
- Continued exploration as to how Inclusionary Zoning may work in Saint Paul

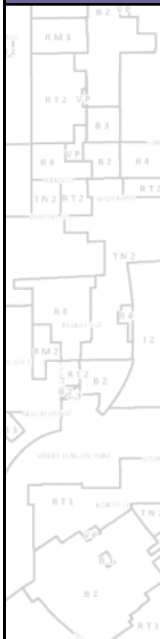


Community Input Process



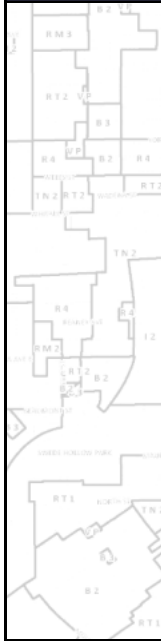
- District Councils information and input session
- Developer information and input session
- City Council Research and Council Aides
- Port Authority
- Business Review Council
- Public Open House information and input sessions
- Districts 12 and 15
- Midway Chamber and Saint Paul Area Chamber
- Property Owner Rezoning information and input sessions
- Members of the Rondo Committee
- Saint Paul Smart Trips

Most Frequent Topics of Feedback



- Parking (management, amount, demand, sharing)
- Height in proposed T4 district
- Concerns regarding nonconforming uses
- Affordable housing and inclusionary zoning
- Auto-oriented uses

Online Survey Results



1. Central Corridor LRT will provide improved transit service and make it easier to get to destinations without a car. Should the City eliminate parking requirements in the areas around LRT stations, and let businesses and developers decide how many parking spaces each development needs?

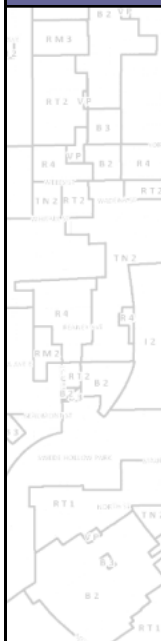
Yes 57%

No 43%

2. The City's planning for new development along the Central Corridor emphasizes making commercial areas more pedestrian-friendly. Should new drive-through facilities be allowed for:

| | | |
|------------------------|---------|--------|
| Pharmacies: | Yes 28% | No 72% |
| Banks: | Yes 30% | No 70% |
| Fast-food restaurants: | Yes 20% | No 80% |
| Coffee shops: | Yes 23% | No 77% |

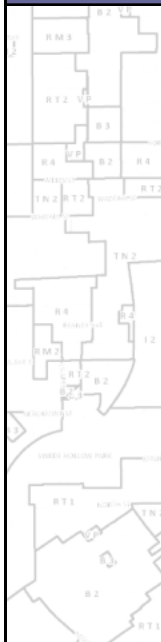
Online Survey Results (cont'd)



3. Should new auto-service businesses be allowed to locate along the Central Corridor, subject to design standards? Existing auto-service businesses would be allowed to remain indefinitely as legal nonconforming uses.

| | | |
|--|---------|--------|
| Auto service station (gas with minor auto repair) | Yes 47% | No 53% |
| Auto repair (major repair) | Yes 43% | No 57% |
| Auto specialty shop (sale and installation of auto accessories) | Yes 48% | No 52% |

Online Survey Results (cont'd)

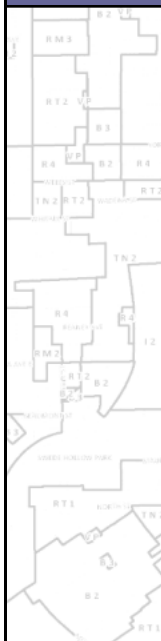


4. There is an industrial zoning district called Light Industrial Restricted (IR) that is designed to be compatible with nearby residential uses and has design standards. IR zoning may be proposed for parts of the West Midway industrial area, and is used currently in other parts of the city. Should IR zoning be changed to allow new auto-repair businesses?

Auto service station
(gas with minor repair) Yes 62% No 38%

Auto repair
(major repair) Yes 62% No 38%

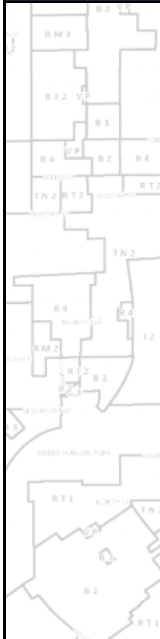
Online Survey Results (cont'd)



5. Inclusionary zoning is the policy of requiring developers through zoning to provide a certain percentage of affordable housing units in any housing project. Including affordable housing units adds to the cost of new housing development. Nationally, inclusionary zoning requirements seem to work best in "hot" markets. Currently, public financial subsidies are provided to help pay the cost of affordable housing units in projects built in the Twin Cities. Should the City consider adding inclusionary zoning requirements?

Yes 63%
No 37%

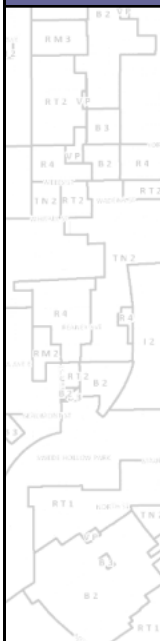
Summary of Conforming and Nonconforming Uses



- Uses that remain conforming: **72%** of land area
- Uses that are currently conforming and will become either completely or partially nonconforming: **22%** of land area
- Uses that are currently nonconforming and become conforming: **3%** of land area
- Uses that remain nonconforming: **3%** of land area

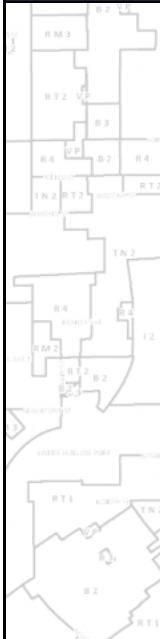
Total land area: 23,679,884 sq. ft.

Summary of Uses that become Nonconforming



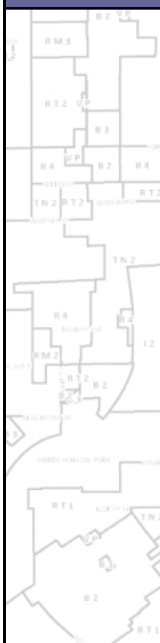
- Auto-related – 37% (38 properties)
- Fast Food (drive throughs) – 11% (11 properties)
- Warehousing – 31% (32 properties)
- Other – 22% (23 properties)

Comp. Planning Committee Recommendation



- Release recommendations for public review
- Schedule public hearings on:
 - Nov. 19 for text (regulation) changes
 - Dec. 3 for property rezonings

Feedback



Questions?

Comments?

For more information, or to submit a comment or ask a question, go to: www.stpaul.gov/centralcorridor. Click on 'Central Corridor Zoning Study'

